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TO: Each Supervisor

FROM: Richard Shumsky *RS*
Chief Probation Officer

SUBJECT: REPORT ON COMMUNITY-BASED PROGRAMS FUNDED WITH
JUVENILE JUSTICE CRIME PREVENTION ACT (JJCPA) FUNDS

This report is to provide your Board with an update on the status of programs operated by community-based organizations (CBOs) funded through the Juvenile Justice Crime Prevention Act (JJCPA). The data reported is considered preliminary; we are in the process of internal quality assurance verification.

Overall, the results indicate that the youth involved in the CBO programs appear to have benefited from the CBO services as evidenced by the reduction in arrests, incarcerations and violations. This data was collected utilizing a random sampling methodology. We are in the midst of collecting the data on school outcomes and anticipate having this information available for the Board of Corrections (BOC) report that is due October 15, 2003. The BOC report will also be a more comprehensive report that will not rely on the sampling methodology.

The CBO Performance outcomes show the following results for JJCPA youth participants (Attachments A, B, and C):

- 59% reduction in arrests
- 81% reduction in incarcerations
- 82% reduction in probation violations

Contract compliance: JJCPA has 29 lead CBOs that provide gang intervention intensive transition, gender specific, substance abuse, and remedial writing services for probation and at-risk youth. The majority of the CBOs, 21 out of 29, met or exceeded their annual target number of youth to be enrolled over the program year (Attachment D).

Of the CBOs that were not able to reach their targeted enrollment level, one was a gang intervention agency (Community Self-Determination Institute) and two were gender specific programs (New Directions for Youth and Soledad Enrichment Action). The gang intervention CBO, Community Self-Determination Institute, is no longer a service provider. For the gender specific CBOs, New Directions for Youth and Soledad Enrichment Action, we have begun taking the appropriate steps to increase their enrollment numbers. Our contract monitoring unit will report regularly on their progress.

In addition, the intensive transition programs (Homeboy Industries, I-ADARP (two contracts), Soledad Enrichment Action, and United Community Action Network) had difficulties meeting their targets in all clusters. The Department had previously implemented a corrective action plan to increase their enrollment numbers; nevertheless, it appears that the logistics of serving youth in camps across the County and having to meet individually with youth transitioning back to the community proved too difficult. The Department is reviewing the intensive transition program to address the issues of target enrollment numbers and geographical service areas. This will require modifications of the existing contracts or issuing a new Request for Proposal (RFP).

Program outcomes: Three of the legislatively mandated measures were analyzed for JJCPA: arrests, incarcerations, and violations. Overall, youth participants in the CBO programs showed a 59% reduction in arrests, an 81% reduction in incarcerations and an 82% reduction in probation violations. Data for these measures was also obtained from JCMS for the same CBO-served population. Youth improvement was calculated by comparing youth measures during the six months following program entry with the six months before they started the program. The overall results have been supported by case reviews, parent feedback, and exit interviews conducted by the contract monitoring unit.

The program results appear to indicate that the CBOs, working collaboratively and cooperatively with the Probation Department and other JJCPA service providers, were able to impact key delinquent behavior indicators: arrests, violations, and incarcerations. However, the outcomes cannot be attributed solely to the activities and services provided to the youth by these organizations. All youth who receive services provided by CBOs are participating in JJCPA "programs." CBOs provide some of the core services, but their services are only part of the "package" that youth receive. For example, youth in intensive transition programs receive services from probation staff while they are in the camp phase; they also receive supervision and case management by DPOs when they return to the community. These services and supervision are then supplemented by services provided by the CBO. Thus an improvement in arrest behavior reflects a multi-pronged treatment – exactly what the JJCPA model was designed to provide.

Future Program Strategies: Given the generally positive results reported in our prior report of the School-Based Probation Supervision programs and the Mental Health initiatives, it appears that the CBO services have also yielded some preliminary positive results. However, there is clearly a continuing need to improve our service integration and coordination, and modify programs to be more responsive to the needs of youth and families.

In the past month the Department and RAND have taken some steps toward a long-term strategy to improve our programs through a more rigorous evaluation process for the programs. Department staff and Dr. Susan Turner from RAND conducted meetings over a three-day period with all CBOs to discuss the RAND pilot evaluation study of program effectiveness and new data that is being collected to monitor program outcomes. The RAND evaluation will look at several CBOs and develop monitoring tools for the Department's monitoring team to use in assessing agencies. In addition, we have requested information about each CBO's program design, structure and theoretical models associated with their program activities. We are reviewing this information to gauge its consistency with those structures and elements that research has shown are used by effective programs. Over the coming months, the RAND study and the efforts of the Department will assist us in increasing program accountability, focusing monitoring efforts on program quality and enhancing program effectiveness. We have undertaken this process to provide more information about how we can improve our efforts and our programs. We have identified areas of improvement: strengthening case management, fostering service integration, increasing involvement with parents, improving academic performance, and restructuring JJCPA contracts. The details of the RAND pilot were provided to your Board in my August 20, 2003 memo.

The Department has continued to stress the training of staff and improving the skill and knowledge of staff in case management. In particular, DPOs are being trained to work more effectively with CBOs in integrated and joint case management. Specific areas of case management that will be highlighted in the future will be: integrated case planning and services, timely and quality documentation of case notes, increased and effective communication and sharing of case information, and quality lesson plans and instructions.

In addition to the training of DPOs, it appears that the case management being provided in a number of CBOs needs significant improvement. Towards that end, the Department is attempting to structure minimum expectations to move toward consistency and to provide joint training. Nevertheless, it appears that this will take a longer term commitment to address the weaknesses in case management of the CBOs. The Department will need to provide significant technical assistance and monitor the results of the CBOs' efforts in case management. Where necessary, the Department may have to impose graduated corrective sanctions to address continuing deficiencies by CBOs. Through our contract monitoring unit, we will monitor the CBOs' progress in the areas we

identified as areas of future focus: strengthening case management, fostering service integration and program collaboration, increasing parent involvement, and improving academic performance.

The JJCPA strategy continues to focus on the need for collaborative efforts. One of the key tenets of the Juvenile Justice Crime Prevention Act is the leveraging of services. This is consistent with the County's emphasis on program integration, communication, and coordination. During the past two years, county and city government agencies, in particular law enforcement and probation, have worked closely and effectively with schools and community-based organizations. The community level intervention that we envisioned and outlined in our plan approved by your Board March 20, 2001, called for the jettisoning of fragmented service-delivery and programs in favor of comprehensive and neighborhood-specific strategies. Monthly cluster meetings are being held with the aim of: improving collaboration and expanding collaborative partners, providing timely access to services, reducing duplication of services, and involving faith-based and key community stakeholders.

In each of our programs, we have begun to place greater emphasis on parent involvement and empowerment. We will survey parents during the fall school semester to gauge their needs and concerns, with an emphasis on increasing their involvement in the lives of their children. Parenting meetings are also being planned to support school and community involvement.

The core strategy of the JJCPA plan is to reconnect participant youth to schools and increase their academic performance. This is consistent with the research that shows that education, i.e., attending school, engaging in academic studies, and displaying good citizenship, is the most effective protective factor for probation and at-risk youth. Conversely, research shows that youth who are illiterate and perform poorly in school are at higher risk of becoming involved in juvenile crime. The overwhelming majority of JJCPA participants read below grade level, compounding problems with their academics. CBO services have been structured around reinforcing and improving academic performance. We will need to work with the CBOs to strengthen their tutorial and homework assistance services. Additionally, the Department will work with RAND in reviewing and advising CBOs on the use of evidence-based curriculums in life skills and academic training. Further, through our restructured Operation Read Program, we will augment the literacy and homework assistance services of the CBOs by having the Operation Read tutors work directly with JJCPA youth who are on caseloads of school, housing, gang, and intensive transition Deputy Probation Officers (DPO).

The focus of CBO services has been determined in large measure by the statement of work developed two years ago for the JJCPA contracts. For the most part the CBOs have placed emphasis on meeting the service obligations spelled out in their respective contracts. Given our emphasis on case

management, intensity of services and quality of service delivery, we are reviewing the case management standards, parent participation and involvement, number of youth to be served, and frequency of services with an eye toward modifying contracts or, if substantial changes are deemed, issuing new RFPs.

Summary of CBO Outcome Performance: The overarching goals of the JJCPA plan are to reduce delinquency and improve school performance. The CBO performance results indicate that the programs that the youth are involved in appear to have impacted delinquency indicators such as arrests, violations, and incarcerations. Nevertheless, such results need to undergo more rigorous analysis to understand any linkages to the performance outcomes. Further we recognize that continuous improvement is needed and, in some cases, modifications warranted.

The JJCPA plan structured the linkages of CBO services with Probation and other agency services. As indicated in the plan, key design elements are embedded in each of the programs -- intensive focus on school achievement, strength-based case management, extended day supervision and effective relationships with clients. The CBO performance outcomes reaffirm and reinforce these design elements as well as the contribution of all agency providers who worked and were involved with the youth participants. Further, we recognize that some CBOs are more advanced than others and that some CBOs provide services in areas impacted by intense gang violence, on-going drug trafficking, and concentrated poverty. We need to work with RAND in sorting out these types of factors in terms of their impact on CBO performance and the effectiveness of the interventions implemented by the CBOs.

I will keep your Board updated as to the progress of the funded JJCPA agencies. Please call me if I can provide any additional information.

RS/ji:bd

Attachments

cc: David Janssen, Chief Administrative Officer
Violet Varona-Lukens, Executive Officer

JJCPA DELINQUENT BEHAVIOR INDICATORS **PARTICIPANT ARRESTS by DISTRICT, PROGRAM AND CBO**

DISTRICT	PROGRAM / CBO	ARREST MEASURES		
		BASELINE	FOLLOW-UP	CHANGE
1	GANG INTERVENTION			
	ART SHARE - BELL/SOUTH GATE	16	3	-13
	ART SHARE - HIGHLAND PARK/EAST LA	6	1	-5
2	PROJECT LEADS	15	3	-12
	ASIAN AMERICAN DRUG ABUSE	0	2	2
	CENTRAL RECOVERY & DEVELOPMENT	1	0	-1
3	STOP THE VIOLENCE	0	0	0
	COMMUNITIES IN SCHOOLS - HOLLYWOOD	6	6	0
	COMMUNITIES IN SCHOOLS - SAN FERNANDO VALLEY	1	0	-1
4	PROJECT HEAVY WEST	0	0	0
	HELPLINE YOUTH COUNSELING - BELLFLOWER/WHITTIER	8	1	-7
	HELPLINE YOUTH COUNSELING - NORTH LONG BEACH	5	1	-4
5	RICHSTONE FAMILY	3	2	-1
	COMMUNITY SELF DETERMINATION - SAN GABRIEL	0	4	4
	UNITED COMMUNITY ACTION NETWORK	1	0	-1
TOTAL		62	23	-39
AVERAGE PER YOUTH		0.4	0.1	-0.2
Percent Change for Program		-63%		
1	INTENSIVE TRANSITION			
	HOMEBOYS INDUSTRIES	30	14	-16
	I-ADARP	10	3	-7
3	SOLEDAD ENRICHMENT ACTION	14	9	-5
	I-ADARP	9	3	-6
5	UNITED COMMUNITY ACTION NETWORK	12	6	-6
TOTAL		75	35	-40
AVERAGE PER YOUTH		0.2	0.1	-0.1
Percent Change for Program		-53%		
COUNTYWIDE	SUBSTANCE ABUSE			
	HEALTH SERVICES ALCOHOL & DRUG PROGRAM	14	5	-9
	TOTAL	14	5	-9
AVERAGE PER YOUTH		0.4	0.1	-0.2
Percent Change for Program		-64%		
COUNTYWIDE	GENDER SPECIFIC *			
	SOLEDAD ENRICHMENT ACTION	13	6	-7
	LOS ANGELES COMMISSION ON ASSAULTS AGAINST WOMEN	17	6	-11
TOTAL		30	12	-18
AVERAGE PER YOUTH		0.1	0.0	0.0
Percent Change for Program		-60%		
COUNTYWIDE	INSIDE OUT WRITING *			
	ALETHOS FOUNDATION	7	2	-5
	TOTAL	7	2	-5
AVERAGE PER YOUTH		0.1	0.0	-0.1
Percent Change for Program		-71%		
OVERALL AVERAGES		0.2	0.1	-0.1
OVERALL TOTALS		188	77	-111
OVERALL PERCENT CHANGE		-59%		

*Juvenile Hall and Camp Programs

**JJCPA DELINQUENT BEHAVIOR INDICATORS
PARTICIPANT INCARCERATIONS by DISTRICT, PROGRAM AND CBO**

		INCARCERATION MEASURES (DETAINED IN JUVENILE HALL)		
DISTRICT	PROGRAM / CBO	BASELINE	FOLLOW-UP	CHANGE
1	GANG INTERVENTION			
	ART SHARE - BELL/SOUTH GATE	10	3	-7
	ART SHARE - HIGHLAND PARK/EAST LA	1	5	4
2	PROJECT LEADS	8	2	-6
	ASIAN AMERICAN DRUG ABUSE	1	0	-1
	CENTRAL RECOVERY & DEVELOPMENT	0	0	0
3	STOP THE VIOLENCE	0	1	1
	COMMUNITIES IN SCHOOLS - HOLLYWOOD	4	9	5
	COMMUNITIES IN SCHOOLS - SAN FERNANDO VALLEY	0	0	0
4	PROJECT HEAVY WEST	0	0	0
	HELPLINE YOUTH COUNSELING - BELLFLOWER/WHITTIER	6	1	-5
	HELPLINE YOUTH COUNSELING - NORTH LONG BEACH	3	2	-1
5	RICHSTONE FAMILY	5	2	-3
	COMMUNITY SELF DETERMINATION - SAN GABRIEL	4	6	2
	UNITED COMMUNITY ACTION NETWORK	2	2	0
TOTAL		44	33	-11
AVERAGE PER YOUTH		0.3	0.2	-0.1
Percent Change for Program		-25%		
1	INTENSIVE TRANSITION			
	HOMEBOYS INDUSTRIES	124	39	-85
	I-ADARP	97	14	-83
3	SOLEDAD ENRICHMENT ACTION	157	16	-141
	I-ADARP	50	7	-43
	UNITED COMMUNITY ACTION NETWORK	46	11	-35
TOTAL		474	87	-387
AVERAGE PER YOUTH		1.4	0.3	-1.2
Percent Change for Program		-82%		
COUNTYWIDE	SUBSTANCE ABUSE			
	HEALTH SERVICES ALCOHOL & DRUG PROGRAM	16	5	-11
TOTAL		16	5	-11
AVERAGE PER YOUTH		0.4	0.1	-0.3
Percent Change for Program		-69%		
COUNTYWIDE	GENDER SPECIFIC *			
	SOLEDAD ENRICHMENT ACTION	264	74	-190
	LOS ANGELES COMMISSION ON ASSAULTS AGAINST WOMEN	352	33	-319
TOTAL		616	107	-509
AVERAGE PER YOUTH		1.3	0.2	-1.1
Percent Change for Program		-83%		
COUNTYWIDE	INSIDE OUT WRITING *			
	ALETHOS FOUNDATION	91	6	-85
TOTAL		91	6	-85
AVERAGE PER YOUTH		1.1	0.1	-1.1
Percent Change for Program		-93%		
OVERALL AVERAGES		1.2	0.2	-1.0
OVERALL TOTALS		1,241	238	-1,003
OVERALL PERCENT CHANGE		-81%		

*Juvenile Hall and Camp Programs

**JJCPA DELINQUENT BEHAVIOR INDICATORS
PARTICIPANT VIOLATIONS by DISTRICT, PROGRAM AND CBO**

		VIOLATION MEASURES (SUBSEQUENT SUSTAINED PETITIONS)		
DISTRICT	PROGRAM / CBO	BASELINE	FOLLOW-UP	CHANGE
	GANG INTERVENTION			
1	ART SHARE - BELL/SOUTH GATE	14	1	-13
	ART SHARE - HIGHLAND PARK/EAST LA	4	0	-4
	PROJECT LEADS	10	0	-10
2	ASIAN AMERICAN DRUG ABUSE	0	0	0
	CENTRAL RECOVERY & DEVELOPMENT	1	0	-1
	STOP THE VIOLENCE	0	0	0
3	COMMUNITIES IN SCHOOLS - HOLLYWOOD	5	1	-4
	COMMUNITIES IN SCHOOLS - SAN FERNANDO VALLEY	0	0	0
	PROJECT HEAVY WEST	0	0	0
4	HELPLINE YOUTH COUNSELING - BELLFLOWER/WHITTIER	7	0	-7
	HELPLINE YOUTH COUNSELING - NORTH LONG BEACH	4	0	-4
	RICHSTONE FAMILY	3	2	-1
5	COMMUNITY SELF DETERMINATION - SAN GABRIEL	0	0	0
	UNITED COMMUNITY ACTION NETWORK	1	0	-1
	TOTAL	49	4	-45
AVERAGE PER YOUTH		0.3	0.0	-0.3
Percent Change for Program		-92%		
	INTENSIVE TRANSITION			
1	HOMEBOYS INDUSTRIES	24	5	-19
2	I-ADARP	11	2	-9
3	SOLEDAD ENRICHMENT ACTION	10	3	-7
4	I-ADARP	9	1	-8
5	UNITED COMMUNITY ACTION NETWORK	10	2	-8
	TOTAL	64	13	-51
AVERAGE PER YOUTH		0.2	0.0	-0.2
Percent Change for Program		-80%		
COUNTYWIDE	HEALTH SERVICES ALCOHOL & DRUG PROGRAM	8	1	-7
	TOTAL	8	1	-7
AVERAGE PER YOUTH		0.2	0.0	-0.2
Percent Change for Program		-88%		
COUNTYWIDE	GENDER SPECIFIC *			
	SOLEDAD ENRICHMENT ACTION	8	1	-7
	LOS ANGELES COMMISSION ON ASSAULTS AGAINST WOMEN	9	4	-5
	TOTAL	17	5	-12
AVERAGE PER YOUTH		0.0	0.0	0.0
Percent Change for Program		-71%		
COUNTYWIDE	INSIDE OUT WRITING *			
	ALETHOS FOUNDATION	4	2	-2
	TOTAL	4	2	-2
AVERAGE PER YOUTH		0.1		
Percent Change for Program		0%		
OVERALL AVERAGES		0.1	0.0	-0.1
OVERALL TOTALS		142	25	-117
OVERALL PERCENT CHANGE		-82%		

*Juvenile Hall and Camp Programs

**JJCPA COMMUNITY-BASED AGENCIES
YOUTH ENROLLED JULY 2002 - 2003**

DISTRICT	PROGRAM / CBO	YEAR-TO-DATE	ANNUAL TARGET
1	GANG INTERVENTION ART SHARE - BELL/SOUTH GATE ART SHARE - HIGHLAND PARK/EAST LA PROJECT LEADS GENDER SPECIFIC SPIRITT FAMILY SERVICES INTENSIVE TRANSITION HOMEBOY INDUSTRIES	70 70 100 128 253	60 60 60 90 396
2	GANG INTERVENTION CENTRAL RECOVERY AND DEVELOPMENT ASIAN AMERICAN DRUG ABUSE PROJECT STOP THE VIOLENCE INCREASE THE PEACE GENDER SPECIFIC PROJECT PEACEMAKERS INTENSIVE TRANSITION I-ADARP	103 102 147 91 352	60 60 60 90 396
3	GANG INTERVENTION PROJECT HEAVY WEST COMMUNITIES IN SCHOOLS - HOLLYWOOD COMMUNITIES IN SCHOOLS - SAN FERNANDO VALLEY GENDER SPECIFIC NEW DIRECTIONS FOR YOUTH INTENSIVE TRANSITION SOLEDAD ENRICHMENT ACTION	30 41 126 73 179	27 36 60 90 396
4	GANG INTERVENTION RICHSTONE FAMILY CENTER HELPLINE YOUTH COUNSELING - BELLFLOWER/WHITTIER HELPLINE YOUTH COUNSELING - NORTH LONG BEACH GENDER SPECIFIC HELPLINE YOUTH COUNSELING INTENSIVE TRANSITION I-ADARP	136 95 88 129 308	60 60 60 90 396
5	GANG INTERVENTION UNITED COMMUNITY ACTION NETWORK COMMUNITY SELF DETERMINATION INSTITUTE - SAN GABRIEL COMMUNITY SELF DETERMINATION INSTITUTE - SANTA CLARITA GENDER SPECIFIC SPIRIT AWAKENING FOUNDATION INTENSIVE TRANSITION UNITED COMMUNITY ACTION NETWORK	107 87 41 195 229	60 60 60 90 396
COUNTYWIDE	GENDER SPECIFIC * LOS ANGELES COMMISSION ON ASSAULTS AGAINST WOMEN SOLEDAD ENRICHMENT ACTION INSIDE OUT WRITING* ALETHOS FOUNDATION SUBSTANCE ABUSE HEALTH SERVICES ALCOHOL AND DRUG PROGRAM	2,901 552 1,725 525	1,500 650 300 300 - 500

**Juvenile Hall and Camp Programs*